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ABSTRACT

This document is testimony presented before the Governor's Ad Hoc Commission on Operations, Revenues, and Expenditures at the Hawaii State Capitol, October 1973 designed to describe various facets of the University of Hawaii. Emphasis is placed on a brief descriptive history; University development; educational policy in the areas of access, resources, options for students, and programs to strengthen student readiness of higher education; areas of study; the effects of external conditions, lower enrollments, and budget cuts, upon the University; and administrative organization. (MJM)

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Excellence Minus Six Years, and Holding

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Testimony presented before the
Governor's Ad Hoc Commission on
Operations, Revenues, & Expenditures
Andrew Ing, Chairman

Hawaii State Capitol
October 24, 1973

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The University of Hawaii started in 1907 as a "College of Agriculture and Mechanic Arts," with an enrollment of 41 students. The twin motives that brought it into being have sustained a thousand-fold growth in enrollment, to some 40,000 regular-session students in the Fall of 1973. Those motives were, and are, to provide trained workers and leaders for Hawaii's economy, and to give residents of the Hawaiian Islands a chance for better jobs and a better life. Both aims were to be pursued, said the Territorial Legislature when it created the first College, by promoting "liberal and practical education of the industrial classes in the several pursuits and professions in life."

The A & M College was renamed a University after the First World War in 1920, but it took another generation and another World War to make that designation more than a symbol of a hopeful future. In its 50th year, 1957, the University of Hawaii achieved an undergraduate enrollment of 5,000 — still somewhat smaller, for example, than Leeward Community College is today.

With statehood in prospect, the University took off — still powered by the two durable purposes, training for jobs and education for upward mobility. It is doubtful that any other American institution grew so swiftly from a small and remote undergraduate college to a major state university. In 1957, total enrollment was 5,417; in that year 704 students earned a bachelor's degree, 45 a master's degree; and 3 finished a Ph.D. The University budget was about $8 million, and less than half a million was spent for research. By 1969 the University had 18,474 students on its Manoa Campus alone; it awarded 2,328 bachelor's degrees; 1,018 master's degrees and 53 Ph.D.'s; and it was doing $10 million worth of sponsored research. Major laboratories for geophysics, marine biology, astronomy, agricultural and engineering research were founded or greatly expanded. Professional colleges and schools sprang up; a continuing education program was launched; edu-

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cational television went on the air; a major graduate library was built; over 600 new full-time faculty positions were added at the Manoa Campus; dozens of scholars with national and international standing were attracted to the faculty; faculty salaries were brought close to the median for public universities in the Midwest and on the Pacific Coast. By the end of the Sixties, the University in Manoa Valley was spending over $80 million annually of State and Federal funds combined.

Manoa's boom of the Sixties was spurred and supplemented by the other developments that widened the University's mission, in its own Islands and in the Pacific Basin:

- Just before Statehood, the East-West Center was established on the Manoa Campus as a national institution "where scholars and students in various fields from the nations of the East and West may study, give and receive training, exchange ideas and views . . . ." Grantees from Asia, the Pacific Islands and the U.S. Mainland became graduate students at the University of Hawaii, and many scholars came to visit the East-West Center and remained to add quality and breadth to the University faculty.

- In the mid-Sixties, four technical schools (Honolulu, Kapiolani, Maui and Kauai) were transferred from the Department of Education to the University of Hawaii, with a mandate from the Legislature to create comprehensive community colleges offering both vocational and liberal arts programs. In 1968 a new Leeward Community College opened its doors and 1,600 students crowded in; the following year 3,200 students showed up. In the four years 1965-1969, enrollment in the University's two-year colleges quadrupled from 2,010 to 8,197. Fifty-seven per cent of community college students were still in job-oriented vocational programs, but those opting for liberal arts and hoping to graduate into bachelor's-degree programs were growing fast.

- In Hilo, the Big Island's ambition for first-rate higher education broke through when the Legislature decided to convert the two-year Hilo Campus into a four-year college, and transfer to the University the DOE's remaining technical school, renaming it Hawaii Community College.

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This, then, was the picture in the Fall of 1969. The main components of a statewide University were already in place; a base had been laid for specialized excellence in some fields and for broad outreach in many; a consensus of the Manoa-based faculty's aspirations had been formulated in *Academic Development Plan II* (March 1969). But two elements were missing as a new University administration initiated a new and more systematic kind of planning for the 1970's. One missing element was a clear sense of priority among the University's many desirable goals. The other was a sense of the limits beyond which even Hawaii's taxpayers, who had proved themselves so partial to higher education in the Sixties, would be unwilling to go in the Seventies.

II

The first task was to organize the University's own vision of its next decade of development. After wide consultation with student and faculty leaders, administrators on all the University's campuses, and the Board of Regents, the Governor and members of the Legislature, I proposed in January 1970 a comprehensive "sense of direction" statement called *Prospectus for the Seventies*. *Prospectus* was at once a statement of educational philosophy and a checklist of desirable goals. It defined purposes and proposed enrollment targets as a basis for next steps in academic planning, faciiities planning and financial planning for the six years 1970-76. *Prospectus* was an organized dream, based explicitly on the idea that a University "does not make progress by following detailed blueprints and central directives [but] moves by creative improvisation on a general sense of direction, by plural initiatives within a framework generally understood and agreed."

Later that year, the Board of Regents approved two policy statements, on *Controlled Growth* and *Community Colleges*, which converted the enrollment targets in *Prospectus* into ceilings; placed percentage quotas on out-of-state residents on each campus, and on graduate enrollment; and defined the near-term goals for each of the still-developing community colleges. These statements began the process of reconciling the possible dreams with the probabilities of making them come true. Per capita support for the University had already increased more than 4½ times

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in the Sixties; a less dramatic rate of growth in University budgets seemed likely in the 1970's. Yet the Regents also wanted to protect the policy of "open admissions" which they defined simply as "affording all qualified people of the State an equal opportunity for higher education." 5

In 1971 and 1972, the University converted its internal planning to conform to the modified Planning-Programming-Budgeting System adopted in Act 185 of the 5th Legislature. The building of a partly computerized management information system, the training of analysts and administrators, consultation with faculty and student leaders, and consideration of policy issues (in bi-weekly meetings of the Board of Regents' Committee of the Whole) took more than a year. But out of that process came a six-year plan and program budget for the years 1973-79, approved by the Board of Regents and submitted to the Governor on July 31, 1972.

In the Summer and Fall of 1972, the University of Hawaii had a strikingly clear educational sense of direction, and fiscal and physical plans to match. Before considering the effect of the State's new financial pinch on the University's prospects, we will do well to pause and summarize the main purposes and assumptions of this planning effort:

Reduced to the minimum, the underlying assumption was: the University of Hawaii exists to serve the people and the State.

This principle gave rise to a way of looking at the University's missions . . and in turn to the framework of the University's plan:

- Higher education in Hawaii *should not emphasize instruction of, in or on* (faculties, programs or campuses) *but learning by* (students towards appropriate goals) . . . . Thus the University developed a formal planning framework for programming, resource allocation and evaluation based on the accomplishment of student goals, and not – as is common – on the ringing of successive changes on administrative aims or institutional imperatives.

- The University of Hawaii *should not be bound by existing places and practices* (so-and-so many campuses, so-and-so many hours spent in traditional ways for a certificate or a degree), *but should strive instead to provide a full range of opportunities* to the people of the State. . . .

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Thus the University set specific missions under the general policy of equal educational opportunity: first, to achieve a Statewide perspective in understanding and meeting existing higher educational needs; second, to maximize the options for accomplishment available to each resident student; third, to extend access to higher education to include segments of the population traditionally left outside a university's walls; fourth, to provide articulation and "transferability" within the University System to avoid duplication and allow specialization among units without penalty to students.

- The University of Hawaii *should not strive to provide excellence in all possible programs, but should instead concentrate* on those programs most needed by the State for the nourishment of the economy, on those most desired by State residents for the fulfillment of their aspirations, and on those program areas where Hawaii's unique qualities are most apparent and applicable to the broader national and Pacific communities.... Thus the University set high priorities on certain occupational and professional programs of learning and research, on finding a place for all qualified applicants for the "high demand" programs, and on accepting special responsibilities for developing a handful of programs which could not thrive as well in another setting.

To sum up: A university is bound to make some effort to be universal in its ambitions. But the community this University serves makes it both possible and necessary to concentrate our energies and resources. The six-year plan and program budget for 1973-79 was built around two concepts: Equal Educational Opportunity and Selective Excellence.

III

The Regents had already adopted the definition of equal educational opportunity proposed in *Prospectus for the Seventies:*

> The 1970's will be the era of universal post-secondary education. This means that every citizen of this State who has completed high school or reached the age of 18, if he or she desires a chance for higher education, should find that chance somehow somewhere in the state-wide system of public higher education called the University of Hawaii.

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This bold promise, repeatedly endorsed in various forms by the Hawaii State Legislature, was a practical policy because the University had responsibility for all public educational institutions beyond high school. As the University planned for post-secondary education for all the State's citizens, the definition of equality came to have several dimensions, and to apply at every academic level. The six-year UH plan was aimed at the following policy targets:

- **Equalize Access.** Strengthen existing community colleges as comprehensive vocational and liberal-arts teaching institutions, and establish new ones to serve the Windward and East Honolulu communities, the latter to absorb Kapiolani by the end of the decade. Continue to develop geographically extensive efforts in areas remote from existing campuses (Lanai, Molokai, Kona) and in technical fields of special concern to rural populations. Continue also the extended day programs of continuing education at UH Manoa, develop continuing education services in Hawaii County through UH Hilo, and in some areas utilize the community colleges or centers of educational outreach. Explore the potential of a full Hawaii Open Program designed to deliver non-traditional higher education to individuals and groups off campus, through a maximum of individualizing both course-work and degree-program requirements.
- **Equalize Resources.** Use agreed-upon budget and planning criteria including comparative costs per student credit hour in each subject-matter field to assure that (over the six-year period) each educational program is brought to an acceptable and roughly equivalent level of quality. Thus Kauai Community College, for example, would not continue as at present to offer leaner programs than Maui Community College because of lack of resources. Equalize physical resources over time, too, by redressing the imbalance in facilities between campuses: UH Hilo vs. UH Manoa for example . . . . In the two extreme cases (Kauai and Kapiolani), new campuses to replace existing cramped and inconvenient facilities were proposed.
- **Equalize Options.** Provide the same range of choices for college-bound residents of Hawaii as those offered in other states: University,

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State College, Residential College, Community College. Specifically, create a small-college alternative to Manoa on Oahu and consolidate and strengthen the elements of UH Hilo. Encourage the development of the non-Manoa components of the UH System by: comparatively lower tuitions, easy transfer of students and their credits, and allowing growth in faculties, facilities and enrollments on the smaller campuses while constraining UH Manoa to a headcount ceiling of 23,000 day-time credit students. Develop West Oahu College to absorb the larger numbers of students qualifying for bachelor's degree programs, who cannot be accommodated at a non-growth Manoa campus.

- **Equalize Readiness.** Add or strengthen developmental programs on every campus to bring all students up to the minimum skill levels, particularly in communications and computation, required for college-level study. Maximize individualized instruction, small group and own-speed programs.

- **Equalize Opportunity for More Education.** State and University policies have consistently taken equal opportunity to extend to making room for qualified and successful students to continue within the UH System: "open admissions" followed by early departure from the University system is not equal educational opportunity.

Federal policy (in the Education Amendments of 1972) reflects an *entitlement* to postsecondary education for two years beyond high school that is, roughly the jurisdiction of the community colleges (and independent proprietary schools operating in many vocational fields). But in Hawaii, the State Government and the Board of Regents have consistently taken equal educational opportunity to include a chance for Hawaii residents to go beyond the Freshman and Sophomore years to bachelor's-level degrees. This was the essence of the case for building in West Oahu a new four-year campus, to absorb what was otherwise estimated to be a surplus of bachelor's degree candidates from the mid-1970's on.

Even beyond the four-year bachelor's degree, the State of Hawaii has confirmed its obligation to provide opportunities for Hawaii residents to

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get in the Hawaiian Islands good advanced training for the major professions. By 1970, sizable programs of professional training were already in place in the fields of Tropical Agriculture, Education, Engineering, Library Science, Social Welfare, Nursing, and Public Health. In 1973, the University of Hawaii opened the doors of its new School of Law, and made the final commitment to move its two-year Medical School to a full M.D.-granting institution, using community hospitals as its base for clinical instruction and research. The six-year plan included full development of these new programs.

Since the six-year plan was formulated, a new issue about equal educational opportunity has arisen from the Federal Government's decision to cut back support for a wide range of graduate study, thus discriminating against those communities, such as Hawaii, which are only now producing in quantity qualified candidates for graduate degrees. The policy question is, should the State of Hawaii directly support some graduate fellowships for Hawaii residents, especially in fields that are relevant to the State's own destiny?

IV

A major university's universality requires some coverage of every standard subject, at the undergraduate level. But among the hundreds of advanced fields of study, each state university does well to concentrate special attention on its "naturals."

A "natural" is anything we can do best. For the University of Hawaii, potential "naturals" are partly the product of location and climate – tropical botany, tropical agriculture, research in tropical diseases and tropical meteorology – and partly a result of the presence in Hawaii of a unique mix of peoples, whose histories, cultures and languages are a priority preoccupation of this University.

Currently the University of Hawaii is placing special emphasis on five "naturals" – marine programs, ground-based astronomy, Asian studies and Oriental languages, East-West cultural and educational exchange, and travel industry management. In each of these fields the University's ambition is to build a program which is among the world's best, a peak of excellence which can be seen over the national and international horizon. The policy question for the State of Hawaii is how much it wants to invest in internationally

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recognized excellence, for activities which go beyond a strict interpretation of "service to the State of Hawaii"... and how much of the bill for excellence should properly be paid by the Federal Government, other governments, or private foundations and individual philanthropists.

Marine Programs. During the Sixties, a marine-oriented Hawaii Institute of Geophysics flourished and the Hawaii Institute of Marine Biology, based on Coconut Island, was developed. During the most recent four years, a more integrated concept of UH Marine Programs, coordinated by a Dean who also serves the Governor as State Marine Coordinator, has consolidated the University's position as one of the nation's leading institutions in the ocean sciences; this status has been confirmed by the Federal Government in the designation of the University of Hawaii as one of half-a-dozen Sea Grant Colleges.

Astronomy. Starting with a specialty in solar astronomy, with a coronascope based on Haleakala, the University of Hawaii's Institute for Astronomy has developed Mauna Kea as one of the world's prime sites for ground-based nighttime astronomy. The State and County of Hawaii had the vision to bet resources on access to that barren mountaintop, and with National Science Foundation and NASA help the University has built there an 88-inch telescope. Observations by this instrument have helped to demonstrate the quality of the site. Now the French and Canadian Governments have contracted with the University of Hawaii to build a 150-inch telescope on the University site; the British Government is negotiating for a possible observatory that would include one of the world's two largest telescopes (the other is being built in the Soviet Union); and the U.S. Government is interested in Mauna Kea as a probable site for the first major infrared telescope. From now on, it seems likely that every internationally significant project in ground-based astronomy will have to reckon with the University of Hawaii's claim to have the world's best site for observing the stars from the earth.

Asian and Pacific Studies and Oriental Languages. The University of Hawaii already teaches one-third of the credit-hours of Oriental languages that are taught in the whole United States, and

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has for many years been an educational Mecca for students from East Asia and the Pacific Islands. The University's Asian library holdings, which include the old East-West Center Library, are still badly housed but represent one of the nation's primary resources in the field. Some 300 members of the University faculty are specialists in one or another phase of Asian history, language, culture, society, or science. UH strength in Korean studies is so overwhelming that a national Center for Korean Studies has been established, and a fund-raising drive is in progress to build a traditional Korean-style building on the Manoa Campus. Hawaii's is the only American university which presumes to mount major teaching and research programs on Korea, Japan, China, and Southeast Asia, with some strength also in the South Asian area . . . and (naturally) the nation's greatest concentration of expertise on the Pacific Islands.

East-West Center. The Center for Cultural Interchange between East and West is a national institution created and maintained by contract between the University's Board of Regents and the U.S. Secretary of State. It is fully funded by the U.S. Congress. The basic grant-in-aid this year is not yet voted, but will be at least $6.5 million; other funds, mostly from the U.S. Agency for International Development, will bring the East-West Center budget to around $10 million. Beginning in 1970, the Center was organized around problem-oriented institutes, bringing Asians and Americans together to work on problems of overriding common concern to which neither Americans nor Asians came with predetermined solutions: population, food, communication, culture learning, and technology and development. An effort is now being launched to generate more international funding for the East-West Center in order to supplement Federal support which has remained consistent for almost a decade and a half.

Travel Industry Management. Hawaii is the world's greatest natural laboratory for training in hotel management and other aspects of the travel and tourism industry. The University of Hawaii's School of Travel Industry Management already attracts more than 500 undergraduate majors, and places interns in hotels and restaurants throughout the Honolulu area. With financial

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and fund-raising help from Lyle Guslander, we expect to develop at the University of Hawaii, from the strong base already built, the world's premier academic training program in the travel industry management field.

Two external conditions have changed significantly since the Board of Regents considered and approved the July 1972 plans for the University of Hawaii. The slope of the University's rising enrollment curve has flattened somewhat, and a severe financial crisis has made it impossible for the State Government to provide the resources to carry out the UH plan.

Lower Enrollments. Because the period for dropping courses and registrations without penalty has just now ended, final current enrollment figures will not be available for another week or so and revised forward projections several weeks after that. But the smoke has already cleared enough to reveal both Fact and Trend.

Headcount enrollment for the Fall semester (regular session) of 1973 is up 3%, not 10% as projected 1,000 students, not 3,000. We're working now on revised projections through 1980, based on the recent visible trends and what can analytically be determined as their cause, but essentially what has apparently happened is this: *Prospectus* estimated and *Controlled Growth* set as a ceiling a system-wide regular session enrollment of 50,000 by 1976. This target ceiling will now probably not be reached until 1978.

The possible reasons for this change in enrollment pressure are multiple. They certainly include declining public school enrollments, the ending of the military draft, changes in the job market, the delay in opening an East Honolulu Community College, and a less active effort to recruit students into University programs particularly at the open-door campuses when funds were cut last winter. Precise analysis of these and other factors, however, must await more precise data.

Budget Cuts. Three successive reductions in the Executive budget, in the Legislative appropriation, and in the Governor's allotment have reduced the 1973-74 University General Fund budget from $77 million to $62 million, a cut of

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nearly 20%. The allotment for 1974-75, the second year of the current biennium, and the appropriations for the remaining four years of the planning period, are not yet known, but we cannot but assume for forward planning that they will be depressed by the drastic reduction in the 1973-74 base.

The net effect of this reduction is (a) some cutbacks in quality at the Manoa Campus, which loses $4 million while adding two new professional programs and absorbing increases in salaries and the cost of equipment and supplies; (b) level budgets for the Community Colleges as a group, when their "developing" status requires increases not only in enrollment but in quality; and (c) small increases in UH Hilo, not enough to handle the enrollment increases, much less to do justice to the State's policy of attracting more students from the Honolulu metropolitan area and the other islands to do their college work at Hilo's emerging comprehensive college campus.

More specifically:

UH/Manoa. Severe cutbacks in all areas of expenditure except salaries (which have increased) result in an acute shortage of funds for the hardware of education . . . bearable for a few months, but seriously erosive thereafter. As jobs are vacated and frozen there are some quantitative benefits combined with many qualitative costs. If present budget levels are maintained, the University of Hawaii at Manoa will not be as good a year from now as it is today — and that will be the first time since 1907 that the quality trend-line points down.

The Community Colleges. On these six campuses (four on Oahu, one each on Maui and Kauai), the effect of the dollar crunch is to institutionalize their deficiencies, and to hold constant the inequities among the Community Colleges and particularly between them and Manoa. Steady state funding for developing institutions, none of which has yet attained its minimum educational goals simply is not good enough and cannot long continue without a "second class" self-image becoming an embarrassing reality. Put another way: Manoa was cut in actual dollars; the community colleges were not . . . but the quality gap is only closing to the extent of Manoa's decay.

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UH/Hilo. Perhaps the most precariously situated of all the units in the University system is the two-in-one emerging institution in Hilo. Because momentum is vital to the success of the Hilo experiment, a continuing dollar drought might be fatal yet one thrust of the (still only partially) combined Hawaii Community College and Hilo College has been economy, just as another has been to try to grow up rapidly to a size permitting both educational variety and economies of scale. The "final" formation of UH Hilo, then, remains a special question, as does the completion of all the University's projects partially begun or like West Oahu College and East Honolulu Community College not yet formally in operation.

VI

In 1969 the elements of a statewide system of public higher education were scattered around, but the University's administrative arrangements did not yet reflect the new reality, requiring strong management of the whole as well as each of its parts. During the past four years three important changes have brought into being a University of Hawaii system.

- Previously the University President served both as chief executive of the large University campus at Manoa and as executive officer of a statewide Board of Regents. In 1971, with the Governor's approval, the Board established a separate Chancellor for a new entity now called the University of Hawaii at Manoa.
- The old Hawaii Technical School, reincarnated as Hawaii Community College, and Hilo College, now a four-year liberal arts campus, have been combined under a Chancellor of a new entity called the University of Hawaii at Hilo, with common administrative, student-affairs and library services, and a continuing education program for the whole of Hawaii County.
- The Board of Regents decided to encourage the delegation of as much authority as possible to the chief executives (Provosts) of the community colleges. While the intermediate supervisory office of Vice-President for Community Colleges has been left vacant pending a consensus on its proper role, the "strong Provosts"

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doctrine, has recently been put into effect: today each of the six community college executives is responsible directly to the University President.

The resulting administrative organization comprises the governing Board of Regents, a University President as its executive officer, staff Vice-Presidents for Academic Affairs and for Business Affairs, a Chancellor of the major University campus at Manoa, a Chancellor of the developing college complex at Hilo, Provosts of the community colleges on Maui, Kauai, and the four on Oahu, and a planning Chancellor for the West Oahu College, which is authorized but yet to be born.

This organization scheme is only one aspect of the governance of the University. Existing arrangements for working with the faculty feature Senates and multiple committees on every campus . . . but these may be due for some modification soon, as statewide collective bargaining with a union representing the faculties of all the campuses clarifies the respective areas of activity of faculty-as-union and faculty-as-faculty. Students are also organized in associations on each of the University's nine campuses, and arrangements have been made for their representation on Board of Regents committees.

* * *

In sum, Mr. Chairman:

The University and its constituencies had last year what seemed then and seems today a reasonable, reasoned, six-year plan to consolidate and round off the development of a Statewide System of Higher Education "after the boom" . . . to improve in kind and variety its services to the community, to balance its inequities, and to establish a responsive system of planning and managing it in the future. The plan is still there; the dollars are not. The University of Hawaii is at Excellence Minus Six Years and Holding.